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POLICE SCIENCE

IN-SERVICE TRAINING OF POLICEMEN BY UNIVERSITIES AND COLLEGES

G. Douglas Gourley

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Police training in America has greatly increased in quantity and improved in quality during the past few years. This report is the result of a survey to determine the role presently being played by our universities and colleges in one phase of this training—the in-service training of policemen. By in-service training is meant training provided for persons who are already employed in the field. No stand is here taken for or against the part now played by universities and colleges in this vast training program, nor will arguments be advanced for the expansion or contraction of their contribution. Rather, a factual presentation will be made, showing the nature and extent of their present activities.

This discussion does not include the very valuable police educational programs sponsored by the Federal Bureau of Investigation; various state departments of education; small, local police departments for themselves; and larger departments for their neighbors as well as themselves. It does not include the contributions of private schools nor the regular undergraduate and graduate offerings by recognized universities and colleges leading to certificates and degrees in police and related fields.

METHOD OF INQUIRY

The inquiry was pursued through library research and extensive correspondence. Specific universities and colleges mentioned are examples only and do not necessarily represent the only illustrations available of a specific method or policy.

TITLE OF PROGRAM

The name, or title, by which the police training program is known

varies among the schools. The term "criminology" is applied at the University of California; "police administration," at Michigan State College and Indiana University; "law enforcement and correctional administration," at the University of Southern California; "police training," at the Oklahoma Institute of Technology, Oklahoma A & M College and College of the Sequoias in California; and "police institute," at the University of Louisville.

LOCATION OF PROGRAM

An even greater divergence exists in the location of the police program in the individual university or college. One suspects that personalities, rather than logic, have often dictated placement. The police program is found in the Law School at the University of Missouri and at the Los Angeles City and State Colleges; in the Department of Sociology or Social Sciences at New York University, University of Nebraska, and Fresno State College; in the School of Public Administration at the University of Southern California; in the School of Business and Public Service at Michigan State College; under the Adult Education and Extension Service of the University of North Carolina and the Oklahoma Agricultural and Medical College; a separate department in the College of Letters, Arts, and Sciences at the State College of Washington; as a separate school, headed by a dean, in the University of California; and in institutes, such as the Institute of Public Affairs at the University of Iowa, Traffic Institute at Northwestern University, Institute of Government at the University of North Carolina, and Southern Police Institute at the University of Louisville.

TYPES OF PROGRAMS

In-service training programs are generally of two kinds: (1) In the form of institutes of from a few days to nine months' duration in which officers devote full time to a course of study designed to fill specific training needs; (2) courses or subjects offered in substantially the same way as the undergraduate courses except that they are sometimes offered in the evening, or afternoon and evening on an interchangeable basis, so that officers may attend during their off-duty hours. This latter type of program usually permits the accumulation of credits which may be applied toward certificates or degrees. Certain other valuable services to policemen and police departments were discovered and will be presented in this report.

SHORT INSTITUTES

Short institutes of a few days' duration are sponsored independently by the Universities of Missouri, Iowa, and North Carolina and the Oklahoma Institute of Technology as well as Michigan State College and Northwestern University. The University of Missouri, for instance, sponsors short institutes at various sheriffs' offices and small police departments in addition to four regional courses a year given in different parts of the State. The University of North Carolina conducts periodic three-day training schools for the State Highway Patrol. This school also conducts short retraining courses for wild life protectors, sheriffs, jailors, clerks of court, prosecuting attorneys, and judges. Michigan State College offers four, 4-week basic police courses and two, 1-week courses for police supervisors each year. Northwestern University offers two-week courses in "Administration and Techniques of Accident Investigation" and "Traffic Law Enforcement Planning and Evaluation."

Probably a more common form of short institute is that sponsored jointly by a college or university and other agencies. This type of program is participated in by the State College of Washington, Indiana and Purdue Universities, and Fresno State College.

For instance, the State College of Washington, the Washington State Patrol, and the State Board for Vocational Training have pooled their resources in the planning and execution of a state-wide In-Service Police Training Program designed to bring the best in police practice and procedure to the doorstep of every police officer in Washington. The state is divided, roughly, into twelve zones with a central training school located in each zone where the sessions are attended by officers within a radius of from twenty-five to fifty miles. The zone school sessions are held once each week for a period of three hours, September to June of each year.

Indiana University participates in two regular, well-defined programs of in-service training. In cooperation with the Indiana State Police, regular refresher courses are given. Location of the courses is determined by the specific facilities needed. For example, the annual school on Chemical Tests for Intoxication is held on the Medical School campus, whereas a course in Traffic Control might well be held at the State Police Headquarters.

Another regular program is sponsored jointly by the Universities of Indiana and Purdue, the Indiana Association of Chiefs of Police, and the Indiana Sheriffs Association for the purpose of providing a

basic training course for police departments and sheriffs' offices when it is impracticable to provide training in the individual departments. Two short intensive courses are held each year, one in the early spring at Purdue University and one in the late fall at Indiana University. The courses are prepared and presented jointly by Indiana and Purdue Universities, the Federal Bureau of Investigation, the Indiana State Police, and the National Auto Theft Bureau.

NORTHWESTERN UNIVERSITY TRAFFIC INSTITUTE

Probably the earliest long institute dealing with a phase of the police problem was the Northwestern University Traffic Institute, inaugurated in 1936. Although reduced in length to four and one-half months during the recent war, it has recently been again extended to nine months.

The primary purpose of this institute is the training of traffic police administrators. It is adapted to both large and small departments and to both rural and urban conditions. It is designed to provide a broad understanding of all phases of modern police traffic control, develop ability to plan and execute an efficient police traffic control program, develop ability to conduct traffic police training courses, encourage professional awareness and an interest in traffic policing as a career, and indicate references and sources of material for future use.

Class sessions are held seven hours daily. An additional thirty hours each week are required for class preparation, maintenance of lecture notes, individual conferences, and special projects.

Among the subjects covered are: The history of policing, law, administration and planning, accident prevention, accident investigation, case preparation and court work, traffic engineering, license control, safety education, effective speaking and writing, and practical psychology.

There are no educational prerequisites. Candidates are selected as a result of competition which includes examination, interview, and final selection by a board.

To be eligible for consideration, a candidate must be a police officer on active duty in a state or provincial, municipal, county, or township police agency; have had at least one year's police experience; have the approval of his superintendent, commissioner, or chief; be assured of a leave of absence from his department during which his salary will be paid; agree to return to his department and remain in its employ for at least three years, and be in good health and physically fit.

THE DELINQUENCY CONTROL INSTITUTE

The Delinquency Control Institute at the University of Southern California is a relatively new venture in the control of juvenile delinquency, one phase of policing. It was the result of joint planning by school and law enforcement officials.

Inaugurated in 1946, the Institute provides specialized training for law enforcement officials and practitioners in allied fields.

Although located in the School of Public Administration, specialists in sociology, recreation, education, law, social work, and administration have aided in its creation and operation.

The objectives of the Institute are: To provide an adequate training program in delinquency control for law enforcement agencies; to provide in particular for California law enforcement agencies better trained juvenile officers, heads of juvenile bureaus, and leaders and instructors familiar with the best delinquency control practices; to offer an integrated curriculum of the best police principles, practices, and procedures, appropriately supplemented by pertinent knowledge in related fields; to quicken and stimulate law enforcement agencies through intimate contact with practitioners and academic leaders; to carry on research and inquiry into the problems of delinquency control so that the Institute's curriculum shall keep pace with knowledge in the field; and to make the information developed by the Institute available to law enforcement agencies everywhere.

The program is arranged on a full-time basis over a twelve-week term, utilizing field trips and seminars as well as regular classroom instruction.

The curriculum covers the following courses of study: Social Treatment Aspects of Delinquency Control, Special Police Techniques, Conditioning Factors in Juvenile Delinquency, Delinquency Prevention Techniques, Administrative Aspects of Delinquency Control, Techniques of Learning and Teaching, Legal Aspects of Delinquency Prevention, Clinics in Delinquency Control, and Field Work.

Sixteen of the twenty students are selected from among peace officers; the balance, from related fields. An effort is made to have all sections of the State represented, and students from outside California are welcomed.

Tuition is provided through scholarships, but living expenses must be borne by the student, usually by means of a salary continued by the employing agency.

SOUTHERN POLICE INSTITUTE

An Institute covering the entire police field was established at the University of Louisville in the fall of 1950.

This Institute is designed to offer advanced training to law enforcement officers in active service in city, county, or state government. Preference is given to applicants holding commanding, supervisory, and administrative positions in departments in the southern part of the United States. Plans call for the inclusion in each class of one or more student officers from other sections of the country.

A school term of twelve weeks' duration is offered three times annually with twenty-five law enforcement officers enrolled each term. Each officer selected is given free tuition and a scholarship to cover travel and living expenses.

The purpose of the Institute is to offer to the states of the southern region sound and progressive police training for meeting their common problems. Training is directed along practical lines and includes the latest methods in crime detection and prevention. Basic courses are given in police organization and administration, traffic control and engineering. Psychology, psychiatry, and socio-economic studies, as well as police ethics, are contained in the program. The Institute is pioneering in special techniques for handling disorders and tensions resulting from disagreements between various racial, social, and economic groups.

Instruction is given by the Institute's staff and about fifty visiting lecturers who have been selected because of their particular qualifications in the field of criminology.

COMBINATION IN-SERVICE AND PRE-SERVICE

Several schools have developed programs which combine in-service and pre-service training. Examples of this nature are to be found at the Universities of Southern California and Nebraska, as well as the Los Angeles and Sacramento State Colleges and the Los Angeles and East Los Angeles Junior Colleges.

Undoubtedly the most extensive program of this type is offered by the University of Southern California through its School of Public Administration. The total offering of 106 semester hours in police courses is by far the heaviest police program available in the field of law enforcement.

Classroom space has been provided in buildings adjacent to the Civic Center and outlying centers of population. Individual courses

are offered in the afternoon and evening on an interchangeable basis, so that officers may attend while off duty regardless of their hours of assignment.

In addition to the three full-time faculty members, some thirty lecturers, selected for their professional and academic attainments, offer one or more courses in their specialized fields. The instructors hold more than fifty degrees from leading American universities and represent several centuries of law enforcement experience.

During the past year, 650 officers from local law enforcement agencies were enrolled, taking courses which would better equip them to perform their assigned functions and prepare them to advance to higher levels of responsibility and authority. These same courses lead to academic degrees and certificates.

PURE IN-SERVICE

Through its Extension Division, the University of California this spring presented a 64-hour training course to members of the San Francisco Police Department. The Police Department selected the students from the ranks of sergeant and higher, most of them being sergeants, lieutenants, and inspectors. Two-hour lectures were given on two evenings each week at the San Francisco Police Academy by faculty members of the School of Criminology. The following subjects were covered: "Psychiatric Aspects of Criminology," 20 hours; "Police Administration," 18 hours; "Physical Evidence," 14 hours; "Crime Causation, Prevention, and Correction," 12 hours. There were no educational prerequisites, and college credit was not granted. Similar courses have been given to members of the Oakland and Richmond Police Departments.

A novel school for detectives has recently been organized through cooperation of the Los Angeles County Sheriff's Office and the East Los Angeles Junior College. Advanced classes in the investigative field are limited to law enforcement officers and held on an interchangeable basis at several locations throughout the County. Although officers attend voluntarily on their own time, the response has been enthusiastic. Qualified police instructors are employed, and the students are given regular academic credit.

ITINERANT INSTRUCTORS

A new and interesting development in in-service training for policemen is the use of itinerant instructors, as at Oklahoma Institute of Technology and the University of Missouri.

In this type of training a traveling instructor furnished by the school goes to the individual police department and conducts classes at times most convenient to the department. Classes of from two to four hours, five days a week, is the usual procedure. No department is too small to receive "on the spot" training from the traveling instructors who carry visual aids and other equipment with them.

The University of Missouri has found that there is not only a general need but a real interest in training on the part of the smaller law enforcement agencies. Many of these agencies do not have qualified instructors to train their own men and are not financially able, nor have the man power to spare, to send men to the larger departments or schools which have training facilities.

THRESHOLD OR RECRUIT TRAINING

Threshold or Recruit Training is being offered by a growing number of colleges and universities, including the University of North Carolina, the State College of Washington, and Amarillo Junior College.

The University of North Carolina is the training agency for the North Carolina Highway Patrol. No patrolman enters on duty without having satisfactorily completed the recruit training program offered by this school.

Under terms of an agreement made between the City of Amarillo, Texas, and the Amarillo Junior College, police trainees, selected by the city civil service commission with the assistance of the chief of police, are enrolled in a 14-week training school. Trainees must meet regular requirements for college admission. Courses are planned jointly by the director of training of the police department and the public administration division of the college. The police department is responsible for administration of the school through its training director, but the instructional staff is supplied by the college.

Course work includes patrol, traffic control, criminal law and procedure, criminal investigation, and related academic subjects, including English composition, municipal government, psychology, public relations, and sociology. In addition, the rookies receive instruction in physical training and the care and use of firearms.

STUDENT-OFFICER OR CADET PROGRAMS

A form of in-service training which has not made much headway as yet is the student-officer or cadet program. This is a form of apprenticeship or internship in which the student officer spends a part of his week

attending classes at a university or college and an approximately equal amount of time performing regular police duties in a law enforcement agency.

One of the earliest programs of this type was established at the University of Wichita in 1935. It exists there today in a modified form.

In cooperation with law enforcement agencies in Southern California, the University of Southern California, through its School of Public Administration, also offers a work-study program to qualified police students. Two years of acceptable college work and appointment to a law enforcement agency are required for admission. Students attend classes at the university from 9 a.m. to 3 p.m., three days each week, and perform regular police duties with their respective departments on an average of twenty-four hours a week. Subjects covered are divided approximately equally: One third in basic Public Administration, one third in Law Enforcement, and one third in related fields. Upon completing two academic years of work (approximately 60 units), the student is awarded the degree of Bachelor of Science.

GRADUATE LEVEL TRAINING

An unusual in-service training program at the graduate level exists in the New York University. Only policemen with A.B., B.S., or LL.B. degrees are admitted to work for M.A. or Ph.D. degrees. Similar educational opportunities are available to part-time police students at several other universities and colleges, including the University of Southern California.

CONSULTATION AND SURVEY SERVICE

Not strictly in-service training, but closely related to it, are the Consultation and Survey Services offered by many schools, including Washington State University and the Universities of Iowa and Missouri. Help offered is not limited to organization, administration, and management advice, but includes the use of scientific laboratories and the services of qualified forensic scientists. These valuable services will doubtless be expanded in the future.

FINANCING

A mundane, but nevertheless essential, consideration in in-service, as in all training, is that of financing.

Some schools bear the entire financial burden themselves. Because

of the very nature of things, these are principally state universities supported with tax funds. Examples are the Universities of Indiana, Missouri, Iowa, and the Oklahoma A & M.

Police organizations, police departments, and police officers themselves occasionally pay the cost of training. In-service training at Michigan State College is financed by the local law enforcement agencies which assign officers to the school. The cost of a recent school for police supervisors, administered by the University of California, was paid by the San Francisco Police Department.

In a few cases grants of money have been obtained from foundations and similar sources. Money for the Southern Police Institute was obtained from the Carnegie Corporation of New York and the General Education Board, a Rockefeller Foundation, as well as the City of Louisville. The Kemper Foundation for Traffic Safety, an insurance group, is the principal source of funds for the Northwestern Traffic Institute.

More often, however, the necessary funds come from a variety or combination of sources. The State College of Washington, for example, receives money from the Board of Education, state funds, and small fees paid by officers, while the University of North Carolina receives appropriations from state funds and contributions from individual cities and counties participating in its police in-service training program.

CONCLUSION

From the foregoing discussion it will be apparent that colleges and universities are playing an important and growing part in the in-service training of policemen. This training has assumed a variety of patterns, both as to content and method of administration. Although most programs are designed to supplement the basic recruit, refresher, advanced, and specialist training offered in local police academies, a few are intended to replace local instruction entirely.

Many problems remain to be solved before colleges and universities can play a completely adequate role in the in-service training of law enforcement officers. Among these problems are: The overcoming of resistance on the part of some school and police officials; the recruitment of competent instructors acceptable to both education and law enforcement officials; the difficulty of reaching the numerous small police forces remote from a university campus; and the obtaining of adequate financing. It seems certain that time and effort will eliminate, or at least reduce, these difficulties.